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SUPREME COURT OF THE UNITED STATES

OCTOBER TERM, 1953

No. 412

PEOPLE OF THE STATE OF ILLINOIS, ON RELATION OF GEORGE E. SANKSTONE,

Appellant,

vs.

EDMUND K. JARECKI, JUDGE OF THE COUNTY COURT OF COOK COUNTY, ILL., ET AL.

APPEAL FROM THE UNITED STATES DISTRICT COURT FOR THE NORTHERN DISTRICT OF ILLINOIS

STATEMENT AS TO JURISDICTION

FRANK MICHELS,
Counsel for Appellant.

INDEX

Subject Index

	Page
Statement as to jurisdiction	1
Reference to the federal statutory provision believed to sustain this Court's jurisdiction on direct appeal	1
Reference to the statute of Illinois the validity of which is involved	2
Reference to the date of the judgment sought to be reviewed and the date upon which the application for appeal was presented	3
Statement of the case and the rulings of the Court which bring the case within the jurisdictional provisions relied upon	4
Proceedings before the County Officers Electoral Board	4
The suit in the District Court	7
Cases believed to sustain jurisdiction	8
A showing that the questions involved are substantial	8
A showing that the District Court abused its discretion in denying the interlocutory injunction	14
A showing that the appellant has been diligent in seeking a judicial review	14
Appendix "A"—Opinion of the United States District Court	16

Table of Cases Cited

Colegrave v. *Green*, 328 U. S. 549	8
Nixon v. *Condon*, 286 U. S. 70	12
Nixon v. *Herndon*, 273 U. S. 536	12
Oklahoma v. *Atkinson Co.*, 313 U. S. 508	8
People v. *Election Commissioners*, 221 Ill. 9	11
Smith v. *Allwright*, 321 U. S. 649	11
Snowden v. *Hughes*, 321 U. S. 1	12
Sterling v. *Constantin*, 287 U. S. 378	8
United States v. *Classic*, 313 U. S. 299	11, 13

Page

West Virginia Board of Education v. *Barnette*, 319 U. S. 624 8
White v. *Ragen*, 324 U. S. 760 7
Wiley v. *Sinkler*, 179 U. S. 58 11
Wood v. *Broom*, 287 U. S. 1 8
Yarbrough, Ex parte, 110 U. S. 651 11

STATUTES CITED

Constitution of Illinois, Article II, Section 18 2
Constitution of the United States:
Article I, Section 2 2
Section 4 2
Article II, Section 1 2
14th Amendment 2, 11
17th Amendment 2, 11, 13
Illinois Congressional Apportionment Act of 1901 .
Illinois Electoral Code:
Article 7 12
Article 8 12
Illinois Electoral Code, Article 10, Section 2 (Ill. Rev. Stat., 1947, Chap. 46, Sec. 10-2) 2, 3, 5, 11, 12
United States Code, Title 28:
Section 1253 ..... 1, 8
Section 2281 2
Section 2284 2

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Appellant,

vs.

EDMUND K. JARECKI, ET AL., ETC.

JURISDICTIONAL STATEMENT OF APPELLANT

The People of the State of Illinois, on relation of George E. Sankstone, present this jurisdictional statement in accordance with the provisions of Rule 12 of the Rules of this Court.

Reference to the Federal Statutory Provision Believed to Sustain This Court's Jurisdiction on Direct Appeal

Jurisdiction by direct appeal to the United States Supreme Court is believed to be sustained by Section 1253 of the new Judicial Code (28 USC Sec. 1253), effective September 1, 1948, which provides:

> "Except as otherwise provided by law, any party may appeal to the Supreme Court from an order granting or denying, after notice and hearing, an inter-

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locutory or permanent injunction in any civil action, suit or proceeding required by any Act of Congress to be heard and determined by a district court of three judges."

This is a case involving the denial, after notice and hearing, of an interlocutory injunction and restraining order the dismissal of the complaint in a civil suit assailing as unconstitutional a state statute and therefore required to be heard and determined by a district court of three judges.

The appellant sought in his complaint and motion for an interlocutory injunction and restraining order to restrain the enforcement and operation of a state statute by restraining the action of county officers in the application of a ruling made by a county electoral board acting under such statute, on the ground that the statute involved was unconstitutional. A suit of this type must be heard and determined by a three-judge district court pursuant to Section 2281 and 2284 of the new Judicial Code.

Reference to the Statute of Illinois the Validity of Which Is Involved

The constitutional question to be presented, if this appeal is allowed, is whether or not that part of Section 2 of Article 10 of the Illinois Election Code (Ill. Rev. Stat., 1947, Chap. 46, Sec. 10-2) added by amendment in 1947, is in conflict with the United States and Illinois Constitutions, and particularly Sections 2 and 4 of Article 1. Section 1 of Article 2, Amendment XVII, and the privileges and immunities, equal protection, and due process clauses of Amendment XIV of the United States Constitution, and Section 18 of Article II of the Illinois Constitution which provides that "All elections shall be free and equal."

Section 2 of Article 10 of the Illinois Election Code pertains to the forming of new political parties and the nomi-

nation of candidates of said parties. Said section provides, among other things, that at least 25,000 qualified voters sign a document authorized and prescribed by the statute and usually called a Declaration of Intention to Form a New Political Party and a Petition to Nominate Candidates of Said Party (Ill. Rev. Stat., Chap. 46, Sec. 10-2). The said section further provides that if such new political party shall be formed for any district or political subdivision less than the entire State, such petition shall be signed by qualified voters equaling in number not less than five per cent nor more than eight per cent of the number of voters who voted at the next preceding general election in such district or political subdivision in which such district or political subdivision voted as a unit for the election of officers to serve its respective territorial area. Under the ruling of the Cook County Officers' Electoral Board, the proposition was urged that it was necessary for this candidate to have between 121,406 and 194,249 signatures for an office in Cook County, Illinois, one of the counties of the State of Illinois, and less than the entire State, whereas a provision for the entire state is 25,000 signatures, of which the signatures of 200 qualified voters of at least 50 counties within the state may be included. It is the validity of this statute which is herein involved, the question being whether or not a statute which prescribes a total of 25,000 signatures necessary for the entire state is valid as against a requirement of between 121,406 and 194,249 signatures for one of the counties of said State.

Reference to the Date of the Judgment Sought to Be Reviewed and the Date upon Which the Application for Appeal Was Presented.

The order of the district court denying the motion for an interlocutory injunction and restraining order and dismissing the complaint was rendered on September 28, 1953. The

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court also refused on that date to call a three-judge panel. No petition for rehearing was filed.

Application for a hearing to the Supreme Court of the United States was presented to the District Court of the United States for the Northern District of Illinois, Eastern Division, and granted on October 6, 1953.

Statement of the Case and the Rulings of the Court Which Brings the Case within the Jurisdictional Provisions Relied Upon.

The order of the District Court was entered on the Complaint and motion for an interlocutory order. Motions to dismiss the complaint for want of jurisdiction were filed or concurred in by all of the defendants herein. Thus, for the purpose of the disposition of the matter under said motion, the allegations of the complaint would be taken as true.

Proceedings Before the County Officers Electoral Board

On August 17, 1953, there was filed in the office of the County Clerk of Cook County, Illinois, a *Declaration of Intention to Form a New Political Party* and a *Petition to Nominate George E. Sankstone for the Office of Judge of the Superior Court of Cook County*, for the election to be held on November 3, 1953. The petition bore more than 5,000 signatures. Objections to the sufficiency of the said petition were filed by one objector, namely, Leah M. Wiley, made one of the defendants herein. The principal contention of the objector was that the petition did not contain a sufficient number of signatures, the objector expressly raising the point that the number of signatures required under the statute should be from 5% to 8% of the last general election, and naming by said objector between 121,406 and 194,249 signatures. Other insufficiencies were alleged, but were not expressly urged, excepting the number of signatures as here-

tofore set forth. The objector, in other words, relied upon the point that this candidate did not have between 121,406 and 194,249 signatures on his nominating petition.

The Cook County Officers' Electoral Board, met as provided for in Article 10 of the Illinois Election Code to determine the sufficiency of the nominating petition (Complaint paragraph 9). The issue presented for decision before the Board was whether the said party nominating petition complied with the provisions of section 2, Article 10 of the Illinois Election Code.

At that hearing, as provided by statute, the said Cook County Electoral Board must consist of the county judge, the county clerk, and the county states attorney. The County Judge and the States Attorney of Cook County were present, but the County Clerk of Cook County was not present, but was represented by a deputy, not an officer. An objection was raised by this plaintiff as to the constituency of the Board. The Board, over the objection of this plaintiff, the said candidate, presided at that hearing and then continued the hearing to August 31, 1953 (Complaint, para. 10). On August 31, 1953, the said Board, after hearing certain evidence, held that the nominating petition of this plaintiff does not contain a sufficient number of signatures to equal at least 5% of the total number of persons who voted in the last presidential general election of Cook County. Wherefore, the said party nominating papers of the said candidate are invalid, and that the objection thereto should be sustained, and the name of the said George E. Sankstone should not be printed on the ballot for the judicial election to be held on November 3, 1953. (Exhibit B of Complaint)

At that hearing, the results of two (2) elections were urged before the Board by the objector—one held on June 2, 1952, and another on November 3, 1952. Further, after the close

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of the evidence, the objector did not even qualify that she was a valid objector, showing that she was a citizen of Cook County, Illinois, and a qualified voter of Cook County, Illinois. The said Board permitted her, after the close of the hearing, to enter her evidence. (Par. 13, 14, 18)

Thus it is clear that the only reason that this candidate was ruled off the ballot was the insufficiency of the nominating petition in one regard, and one regard only: That the candidate lacked a sufficient number of names—at least 121,406 signatures. The Board sustained no other objection and made no other findings as to the petition's sufficiency (Complaint, Exhibit B)

The statute of the State of Illinois in question provides for 25,000 signatures for a nominating petition for a statewide office, which embraces 102 counties in the State of Illinois. In one county of the State of Illinois the Board found that a minimum of 121,406 signatures are necessary for a nominating petition.

This plaintiff further urged before the Board the fact that the office of Judge of the Superior Court of Cook County, Illinois (Complaint para. 20) is a state office and not a county office and, therefore, said Board had no jurisdiction. This was not passed upon by that Board.

Following this ruling, this plaintiff filed his original petition for mandamus on September 8, 1953, before the Supreme Court of the State of Illinois to mandamus these defendants so that the name of this plaintiff would be placed in its proper position on the ballot, and covering all of the matters and points involved, and also raising the point that the said Board had no jurisdiction to hear these objections, because a state office was involved. (Par. 27)

The Supreme Court of the State of Illinois refused to hear the petition for mandamus and dismissed the motion of this plaintiff to hear this matter. A motion was made for recon-

sideration before the Supreme Court of Illinois, which was denied. Under the Illinois Constitution, the Illinois Supreme Court has original jurisdiction in mandamus. The appellant's efforts to get the Illinois Supreme Court to exercise that jurisdiction represented his sole practical opportunity for redress in the Illinois state courts as time was, and is, of the essence in these proceedings, as ballots are about to be printed.

The Illinois Supreme Court on September 16, 1953, and September 22, 1953, denied the said motions of plaintiff for mandamus, giving no grounds for its actions.

The Suit in the District Court

On September 21, 1953, the plaintiff filed this complaint for declaratory and injunctive relief in the District Court of the United States for the Northern District of Illinois, Eastern Division. The plaintiff did not attempt to review the rulings of the Illinois Supreme Court in view of *White* v. *Ragen*, 324 US 760 (1945). The complaint raised the question previously sought by motion in the Illinois Supreme Court, and prayed an interlocutory injunction in effect requiring the defendant election officials to place the name of this candidate on the ballot for the next election on November 3, 1953. The cause was assigned to the Honorable William J. Campbell, District Judge.

A hearing on the plaintiff's motion for an interlocutory injunction was had on September 28, 1953. Arguments were had before the Court.

On September 28, 1953, the Court rendered its decision denying the motion for an interlocutory injunction and restraining order, denying the plaintiff's motion to impanel a three-judge District Court, and dismissed the complaint. A copy of the ruling of the Court is appended to this Statement of Jurisdiction.

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Cases Believed to Sustain Jurisdiction

From the above brief summary of the proceedings thus far it is clear that this case, from a jurisdictional standpoint, is very much like the recent case of *Colegrove* v. *Green*, 328 US 549 (1946). In that case a complaint for declaratory and injunctive relief was filed in the District Court claiming that the Illinois Congressional Apportionment Act of 1901 was in contravention of the Constitution and laws of the United States by denying equality of voting power to citizens living in disproportionately large Congressional Districts, an issue strikingly similar to that presented here. The three-judge district court denied the relief requested and dismissed the complaint on the merits. A direct appeal was thereupon taken to the United States Supreme Court pursuant to Section 266 of the Judicial Code, since superseded by Section 1253 of the New Judicial Code.

In addition the following cases support jurisdiction:

Wood v. *Broom;* 287 U.S 1 (1932)
Sterling v. *Constantin*, 287 US 378 (1932)
Oklahoma v. *Atkinson Co.*, 313 US 508 (1941)
West Virginia Board of Education v. *Barnette*, 319 US 624 (1943).

A Showing That the Questions Involved Are Substantial

The questions involved herein are extremely substantial and involve the rights of the public. The statute, section 10-2 of the Illinois Election Code, states that 25,000 valid signatures suffice for a state-wide election; under the ruling of the Cook County Officers' Electoral Board, they would provide that in order to form a new political party for an office involving only Cook County, Illinois, it would be necessary to have between 121,406 to 194,249 signatures; thus, one county of the 102 counties of the State of Illinois requires between five (5) times to eight (8) times the

number of required signatures for the entire State of Illinois, if this section of the Statute is held valid. Further, putting it in a different light, for a state-wide office the requirement is 200 signatures from at least 50 counties, making a total of 10,000 signatures, leaving only 15,000 signatures from the balance of the State of Illinois, namely, 52 counties. The requirement therefore, if the ruling in this case is permitted to stand, would require a petition for Cook County to have between 121,406 to 194,249 signatures, and 15,000 from 52 counties of the State of Illinois.

Nomination by petition under Article 10 is the only way new-party candidates and independent candidates can be nominated in Illinois. Voters who do not wish to participate in either the Democratic or Republican primaries have no other opportunity to select candidates except under Article 10 in the State of Illinois.

Fully to appreciate the effect of this section requires a consideration of several facts as to the distribution of population of Illinois:

> There are 102 counties in the State of Illinois, of which one is Cook County. The other 101 counties of the State of Illinois contain better than 90% of the area of the State of Illinois; thus, under this section of the statute, 10% of the area of the State of Illinois would require signatures of between five (5) and eight (8) times the number of signatures required for the entire state for nomination into office.

Further, putting it on a population basis: The population of the State of Illinois is approximately equally divided between Cook County and the balance of the State. On a population basis, it is only necessary to have 25,000 signatures for the State of Illinois, and the same section of the statute would require between five (5) and eight (8) times that number of signatures for a section comprising one-half of the population. Thus, this section of

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the statute expressly appear pervious and prohibits the forming of a new political party in the state, and from nominating candidates for office in such county. The ultimate consequence of this section is to make the influence of a qualified voter in Cook County of far less influence than in the rest of the State of Illinois.

If it were placed on a population basis, the number of signatures required from Cook County should be one-half (½) of the number of signatures for the entire State of Illinois.

If placed on an area basis, the number of signatures should be 10% of the number of required signatures for the entire State of Illinois.

If it should be placed on a county basis, the number of signatures should be one one-hundredth of the number of signatures for the entire State of Illinois.

Thus, the Illinois General Assembly, by enacting this provision of the statute, discriminated against voters in Cook County who might wish to form a new political party and a nominating candidate on petition under Article 10 of the Election Code, for it imposes on these voters a rigid and arbitrary requirement for the number of signatures, which is so far out of proportion as to shock the common conscience.

Giving the facts as aforesaid, it is clear that these obstacles so affect the rights of the voters, that it makes it impossible for a voter in Cook County to form a new party, or makes it impossible to have voters to vote for a candidate of their own choice, outside the existing political parties. In other words, it entrenches the power of the existing political parties, and imposes extremely difficult requirements to form any new parties, or place candidates on the ballot outside the existing political parties. Thus, a statute works its discrimination in this way: To file a nominating petition for a governor of the State of Illinois

would require only 25,000 signatures, but to file a nominating petition for an office of Cook County requires between 121,406 to 194,249 signatures. The question of the conflict between Article 10-2 of the Illinois Election Code and section 4 of Article 1, Amendment XVII, and the Privilege and Immunities clauses of Amendment XIV of the United States Constitution is a substantial federal question.

a. The right to vote for Senators and Congressmen is a right protected by the United States Constitution, specifically Sections 2 and 4 of Article I and Amendment XVII.

Ex parte Yarbrough, 110 U. S. 651 (1884);
Wiley v. *Sinkler*, 179 U. S. 58 (1900);
United States v. *Classic*, 313 U. S. 299 (1941).

b. The right to nominate candidates for the United States Senate and the House of Representatives, by primary or by petition, is a right protected by the United States Constitution. As the Illinois Supreme Court has said, *People* v. *Election Commissioners*, 221 Ill. 9, 18 (1905):

> ". . . The right to choose candidates for public offices whose names will be placed on the official ballot is as valuable as the right to vote for them after they are chosen, and is of precisely the same nature."

The United States Supreme Court has held that where the state law makes the primary an integral part of the procedure of choice for representatives to Congress, the right to vote in the primary is a right protected by the United States Constitution.

United States v. *Classic*, 313 U. S. 299 (1941);
Smith v. *Allwright*, 321 U. S. 649 (1944).

In Illinois nomination by petition under Article 10 of the Illinois Election Code is just as much an integral part of the procedure of choice as nomination at a primary elec-

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tion under Articles 7 and 8. In fact nomination by petition under Article 10 is the only means open to voters who do not wish to participate in either the Republican or Democratic primaries or who wish to endeavor to form a new party or to nominate independent candidates. The protection afforded by the *Classic* and *Allwright* cases would seem necessarily to cover this alternative method of nomination.

c. Section 2 of Article 10 abridges the privileges of citizens of the United States. The section denies a right of qualified voters, even a majority of qualified voters of the county under Article 10 of the Illinois Election Code.

2. The question of the conflict between section 2 of Article 10 of the Illinois Election Code, and the equal protection clause of the United States Constitution is a substantially federal question.

The two "white primary" cases of *Nixon* v. *Herndon*, 273 U. S. 536 (1927), and *Nixon* v. *Condon*, 286 U. S. 70 (1932), may be said to stand for the proposition that the denial of the right to vote because of race constitutes a denial of equal protection. Here, although the discrimination is not based upon race or color, it is equally arbitrary. On the face of the said section there is gross discrimination of the citizens of the State of Illinois, particularly those residing in populous areas, in their right to nominate candidates for any state-wide office. Particularly, there is discrimination against the citizens of Cook County, who comprise over half the total population of the state. There is likewise discrimination against voters who do not wish to affiliate with one of the established parties.

As Mr. Chief Justice Stone wrote in *Snowden* v. *Hughes*, 321 U. S. 1, 11 (1944):

> "Where discrimination is sufficiently shown, the right to relief under the equal protection clause is not

diminished by the fact that the discrimination relates to political rights."

4. The question of the conflict between the section 10-2 of Article 10 of the Illinois Election Code and Amendment XVII to the United States Constitution is a substantial federal question.

Amendment XVII provides for the popular election of United States Senators. To be sure, the qualifications for electors are determined by the individual states, but the clear and plain meaning of the amendment in requiring that Senators be "elected by the people" of each state is that they shall be elected by popular vote, that is, by a majority (or plurality) of the voters participating.

The nomination of candidates for the office of United States Senator must meet those same standards. This would certainly seem to be the plain requirement of *United States* v. *Classic*, 313 U. S. 299 (1941), in those instances where the nominating process is an integral part of the election procedure.

Under the Illinois Election Code, nomination by primary is by popular vote, with the candidate receiving the highest number of votes winning the nomination. There is no requirement as to the geographical distribution of those votes. Yet with regard to the nomination of new-party candidates or independent candidates for United States Senator under Article 10 of the Illinois Election Code there is a geographical requirement: No one can be nominated by this method unless he receives, included in the minimum of 25,000 valid signatures, at least 200 signatures from each of at least 50 counties. He might secure 4,000,000 signatures on his nominating petition, but unless he had at least 50 counties, he would not be nominated.

Since the State of Illinois has authority to pass such legislation, and since the State is an agent of the Federal

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Government, it is substantially a question for determination by this Court.

A Showing That the District Court Abused Its Discretion in Denying the Interlocutory Injunction

As should be clear, there are substantial arguments as to the unconstitutionality. In denying and dismissing the complaint and denying to call a three-judge panel, the court decided adversely to plaintiff's substantial constitutional argument.

The appellant believes that there is real merit to the constitutional objections to the statutory provision which is barring this candidate from the ballot in Illinois. Involved is the basic democratic right of a group of citizens to access to the ballot for the purpose of nominating candidates of their choice on reasonable and non-discriminatory terms, requires execution on its merits by this court.

A Showing That the Appellant Has Been Diligent in Seeking a Judicial Remedy

The opinion of the Cook County Officers' Electoral Board was handed down on August 31, 1953. On September 8, 1953, this appellant filed his motion for leave to file a petition for mandamus in the Illinois Supreme Court in an effort to raise the constitutional issues here presented. The motion was denied on September 16, 1953.

On September 18, 1953, this appellant filed his motion for reconsideration before the Illinois Supreme Court in an effort to adjudicate this issue. The motion was denied on September 22, 1953.

This appellant filed his complaint in the United States District Court. Hearing was held on September 28, 1953, and a decision rendered on the same day. The appellant appealed on October 5, 1953.

For the reasons urged in these suggestions, it is submitted that this Court has jurisdiction of direct appeal and that substantial Federal questions are presented.

Respectfully submitted,

FRANK MICHELS,
Attorney for plaintiff-appellant.

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APPENDIX "A"

IN THE UNITED STATES DISTRICT COURT, NORTHERN DISTRICT OF ILLINOIS, EASTERN DIVISION

No. 53 C 1939

PEOPLE OF THE STATE OF ILLINOIS on Relation of George E. Sankstone, *Plaintiff*,

vs.

EDMUND K. JARECKI, County Judge, et al., *Defendants*

Transcript of proceedings had at the hearing of the above-entitled cause before Hon. William J. Campbell, one of the judges of said court, in his court room, U. S. Court House, Chicago, Illinois, on Monday, September 28, 1953, at four o'clock P. M.

Present: Mr. George Yellen, appeared on behalf of the Plaintiff; Mr. Ben Schwartz, Assistant Attorney General, Mr. Bernard J. Korzen, Mr. John F. Tyrrell, and Mr. Vincent P. Flood, Assistant States Attorney, appeared on behalf of the Defendants.

(Following argument by counsel, which was reported but not transcribed, the following is the ruling of the Court:)

By the COURT:

Plaintiff styles his complaint as one "in the nature of a mandamus proceeding and for equitable relief." The complaint alleges in substance, that the plaintiff is a resident and citizen of the State of Illinois and of the United States, and a duly qualified and registered voter in the County of Cook and State of Illinois; that on August 17, 1953, plaintiff filed certain petitions with the Honorable Richard J. Daley, County Clerk of Cook County, Illinois; that these petitions entered the plaintiff as a new party candidate under the designation of Judicial Non-Partisan Organization, as candidate for Judge of the Superior Court of Cook County,

Illinois, for the full six-year term to be voted on at the judicial election to be held in Cook County on November 3, 1953; that these petitions conformed in all respects to the requirements outlined in the Illinois Election Code, Ill. Rev. Stat., Ch. 46, Sec. 10-2: that the nominating petitions were duly accepted and filed with the said Richard J. Daley, together with a certificate of candidacy of plaintiff, accepting the nomination; and that on August 21, 1953, one Leah M. Wiley filed certain objections to the nominating petitions.

The complaint further alleges that the Sheriff of Cook County failed to notify plaintiff of the time and place the electoral board would meet to hear the objections to his petitions, as provided by Illinois statute; that the Chairman of the electoral board failed to notify the members of the board and the plaintiff of the hearing on the petitions and the objections within the time specified by statute; that a hearing was held before the electoral board on August 27, 1953, for the purpose of ruling on the objections to plaintiff's petitions, but that the hearing was held improperly because of the absence of Richard J. Daley, one of the members of the Board; that the hearing was commenced over plaintiff's objection, and then continued for further hearing to August 31, 1953; that at this further hearing, the full electoral board was present; that plaintiff then objected that the hearing was illegally constituted, since Richard J. Daley had not been present at the first hearing, and, in the alternative, since the board did not convene within the time specified by the Illinois Election Code; that the hearing was nevertheless held by the Board, and its decision was announced on September 2, 1953.

The decision of the electoral board is attached to and made part of the complaint. The board found that "the Nominating Petition of the plaintiff does not contain a sufficient number of signatures to equal at least five percent (5%) of the total number of persons who voted at the next preceding General Election in Cook County." On the basis of this finding, the board sustained the objections to plaintiff's nominating petitions, and ordered that plaintiff's name should not be printed on the ballot at the judicial election to be held on November 3, 1953.

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The complaint also contains several lengthy descriptions of the Illinois Election Code, with particular emphasis upon Section 10-2 of Chapter 46, which prescribes the manner in which new parties may be formed within the State. The complaint alleges that this Section of the Code is unconstitutional.

Plaintiff concludes his complaint with a prayer for declaratory and injunctive relief. He asks this court to declare that he has been denied due process of law, in that his constitutional right to become a candidate for judge of the Superior Court of Cook County has been violated; that Section 10-2 of Chapter 46 of the Illinois Statutes is unreasonable, arbitrary and unconstitutional; and that the electoral board acted without due process of law and without jurisdiction.

Plaintiff asks that an interlocutory injunction be issued, restraining the enforcement of the decision of the Cook County Electoral Board, and the printing of the ballots for the judicial election of November 3, 1953, and that a three-judge court be convened to pass upon the constitutionality of Section 10-2, Chapter 46 of the Illinois Election Code.

The matter is now before the court on plaintiff's motion for a temporary restraining order and the convening of a three-judge district court. Section 2281 of the Judicial Code, 28 U. S. C. A. § 2281, provides:

> "An interlocutory or permanent injunction restraining the enforcement, operation or execution of any State statute by restraining the action of any officer of such State in the enforcement or execution of such statute or of an order made by an administrative board or commission acting under State statutes, shall not be granted by any district court or judge thereof upon the ground of the unconstitutionality of such statute unless the application therefor is heard and determined by a district court of three judges under Section 2284 of this title."

This Section was added to the Judicial Code in 1948, and it is substantially similar to former Section 380 of Title 28. This former section has been construed by the Supreme

Court, on several occasions, and the Court has repeatedly held that Congress did not intend to prescribe the convening of a three-judge court whenever a complainant attacked the validity of a state statute. In short, an application for a three-judge court must be accompanied by a complaint which alleges a substantial federal question.

In Oklahoma Gas & Electric Co. v. Oklahoma Packing Co., 292 U.S. 386 (1934), the Court stated:

> "The three-judge procedure is an extraordinary one, imposing a heavy burden on federal courts, with attendant expense and delay. That procedure designed for a specific class of cases, sharply defined, should not be lightly extended. . . . The limitations of the statute would be defeated where it enough to keep three judges assembled that a plaintiff could resort to a mere form of words in a complaint alleging that the suit is one to restrain action of state officers, with no support whatever in fact or law."

Again, in California Water Service Co. v. City of Redding, 304 U. S. 252 (1938), the Court made clear that it is "the duty of a district judge, to whom an application for an injunction restraining the enforcement of a state statute or order is made, to scrutinize the bill of complaint to ascertain whether a substantial federal question is presented, as otherwise the provisions for the convening of a court of three judges is not applicable." And, the court continues, "The lack of substantiality in a federal question may appear either because it is obviously without merit or because its unsoundness so clearly results from the previous decisions of this Court as to foreclose the subject."

With that language in mind, the court turns to the instant complaint. Plaintiff seeks to challenge the constitutionality of Section 10-2 of Chapter 46, Illinois Election Code. That Section prescribes the manner in which new political parties may be formed within Illinois; it provides (in part) as follows:

> "Any . . . petition for the formation of a new political party throughout the State, or in any such dis-

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> trict or political subdivision, as the case may be, shall declare as concisely as may be the intention of the signers thereof to form such new political party in the State, or in such district or political subdivision; shall state in not more than five (5) words the name of such new political party; shall contain a complete list of candidates of such party . . . and, if such new political party shall be formed for the entire State, shall be signed by not less than twenty-five thousand (25,000) qualified voters: Provided, that included in the aggregate total of twenty-five thousand (25,000) signatures are the signatures of two-hundred (200) qualified voters from each of at least fifty (50) counties within the State. If such new political party shall be formed for any district or political subdivision less than the entire State, such petition shall be signed by qualified voters equaling in number not less than five (5) per cent nor more than eight (8) per cent of the number of voters who voted at the next preceding general election in such district or political subdivision in which such district or political subdivision voted as a unit for the election of officers to serve its respective territorial area. . . ."

Plaintiff alleges in his complaint that he sought the formation of a new political party within Cook County, and that the electoral board found that his nominating petitions did not contain the signatures of at least 5% of the next preceding general election in Cook County, as required by Section 10-2. Plaintiff now complains that the requirements of Section 10-2 are arbitrary, unreasonable, and unconstitutional.

Section 10-2 has been challenged in the federal courts before; and it has survived the challenge. In 1948, a three-judge court was convened in this district on the application of several persons who were candidates of a new political party in Illinois known as the Progressive Party. An Illinois electoral board had held that the nominating petitions of these candidates did not include the signatures of 200 qualified voters from each of at least 50 counties within the

State, as required by Section 10-2. The three-judge court, after a review of the facts, entered these conclusions of law:

> "1. The provision of paragraph 2 of Article 10 (10-2, c. 46, Ill. Rev. Stat. 1947), requiring for a valid nominating petition at least two hundred signatures of qualified voters from each of at least 50 counties is not repugnant to, nor in violation of any provision of the Constitution of the United States, nor does it contravene section 16 Article II of the Constitution of Illinois.
>
> "2. This Court is without jurisdiction to examine or inquire into the decision of the Illinois State Officers' Electoral Board . . . and to heed that the Board's decision is null and void."

The three-judge court then refused to grant the requested injunctive relief. *MacDougall* v. *Green*, 80 Supp. 725. The denial of the injunction was then affirmed by the Supreme Court, 335 U. S. 281. The Supreme Court felt that:

> "It would be strange indeed, and doctrinaire, for this Court, applying such broad constitutional concepts as due process and equal protection of the laws, to deny the State the power to assure a proper diffusion of political initiative as between its thinly populated counties and those having concentrated masses, in view of the fact that the latter have practical opportunities for exerting their political weight at the polls not available to the former. The Constitution—a practical instrument of government—makes no such demands on the States."

There were other questions in the record then before the Supreme Court; these same questions are raised in the instant complaint. The Supreme Court characterized those questions as "purely local . . . having no federal constitutional aspect."

In the opinion of the court, the MacDouglass decision is controlling here. True, plaintiff is not concerned with that portion of the statute which requires state-wide candidates of new parties to gather signatures in each of fifty counties

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(although he asserts the illegality of this requirement in his complaint); rather, petitioner is concerned only with the requirement that he have the signatures of a certain percentage of voters within Cook County. But if the MacDougall case dictates that the one requirement is valid, certainly it tells us that the less rigorous requirement which concerns plaintiff is also valid. In the light of the MacDouglass opinion, no court of this district, however constituted, may strike down Section 10-2.

Under the Illinois Election Code, the decision of an electoral board "shall be final". Ch. 46, § 10-10, Ill. Rev. Stat. Since the complaint fails to allege facts which would warrant holding that the decision of the board was arbitrary or capricious, that decision will not be disturbed. The board found that plaintiff failed to satisfy the requirements of Section 10-2; and the MacDouglass case holds that Section 10-2 is constitutional. It is therefore the duty of this court to hold that the complaint fails to allege a substantial federal question, and the court shall not take those steps necessary to convene a three-judge district court.

For the reasons stated, plaintiff's motion for a temporary restraining order is denied, and the complaint is dismissed.

(Which was all of the Court's ruling in the above entitled case.)

IN THE UNITED STATES DISTRICT COURT, NORTHERN DISTRICT OF ILLINOIS, EASTERN DIVISION

No. 53 C 1939

PEOPLE OF THE STATE OF ILLINOIS on relation of George E. Sankstone, Plaintiff,

vs.

EDMUND K. JARECKI, County Judge, et al., Defendants

CERTIFICATE

I hereby certify that the above and foregoing transcript, pages Nos. 1 to 12, inclusive, is a full, true and accurate

transcript of the original shorthand notes of the Court's Ruling taken upon the hearing of the above-entitled cause on September 28, 1953.

(S.) PAUL A. RUHE,
Official Court Reporter,
United States District Court, Northern District of Illinois.

Dated: September 28, 1953.

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FILED
OCT 24 1953
HAROLD B. WILLEY, Clerk

IN THE

Supreme Court of the United States

OCTOBER TERM, 1953.

No. 412

PEOPLE OF THE STATE OF ILLINOIS, ON RELATION OF GEORGE E. SANKSTONE,

Appellant,

vs.

EDMUND K. JARECKI, Judge of the County Court of Cook County, Illinois, **RICHARD J. DALEY**, County Clerk of Cook County, Illinois, **JOHN GUTKNECHT**, State's Attorney, Cook County, Illinois, Ex Officio acting as the **COUNTY OFFICERS ELECTORAL BOARD OF COOK COUNTY, ILLINOIS, LEAH M. WILEY, CHARLES F. CARPENTIER, SECRETARY OF STATE, OF THE STATE OF ILLINOIS**, and **SIDNEY T. HOLZMAN, MARIE H. SUTHERS, JOHN P. DALY**, comprising the **BOARD OF ELECTION COMMISSIONERS** for Chicago, Chicago Heights, Berwyn and Harvey, the Town of Cicero and the Villages of Summit, Stickney, Morton Grove, Elmwood Park, Skokie and Lyons, in the County of Cook and State of Illinois, and **LATHAM CASTLE**, Attorney General of the State of Illinois,

Appellees.

STATEMENT MAKING AGAINST THE JURISDICTION OF THIS COURT, MOTION TO DISMISS THE APPEAL OR TO AFFIRM THE JUDGMENT OF THE DISTRICT COURT, AND BRIEF IN SUPPORT OF SUCH MOTION ON BEHALF OF CHARLES F. CARPENTIER, SECRETARY OF STATE OF THE STATE OF ILLINOIS, AND LATHAM CASTLE, ATTORNEY GENERAL OF THE STATE OF ILLINOIS, APPELLEES.

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Of Counsel.

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INDEX.

PAGE

Reference to Brief of Appellee County Officials for Statement of the Case 3

The Questions Presented 4

CASE CITED.

MacDougall v. Green, 335 U. S. 281 4

EED. THROUGH POOR COPY

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Appellees.

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Charles F. Carpentier, Secretary of State of the State of Illinois and Latham Castle, Attorney General of the State of Illinois, for the reasons set forth in the brief filed on behalf of appellee County Officers and the Brief in Sup-

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port of this Motion, respectfully show that this Court has no jurisdiction of this case on direct appeal, but that, if jurisdiction does exist, the appeal should be dismissed or the order appealed from should be affirmed.

CHARLES F. CARPENTIER,
Secretary of State of the State of Illinois,

and

LATHAM CASTLE,
Attorney General of the State of Illinois,

Appellees.

REFERENCE TO AND ADOPTION OF THE STATEMENT, MOTION AND BRIEF FILED BY APPELLEE COUNTY OFFICIALS.

The election officials of Cook County, co-appellees with the Secretary of State of the State of Illinois and the Attorney General of the State of Illinois, have filed their Statement Making Against this Court's Jurisdiction, Motion to Dismiss the Appeal or to Affirm the Judgment of the District Court and Brief in Support of Such Motion. The Secretary of State and the Attorney General adopt the Summary and Short Statement of the Matter Involved contained in that Statement and the grounds and arguments urged in support of the motion to dismiss or affirm.

There are, however, additional grounds for dismissal or affirmance, not suggested by the appellee county officials, which are concisively presented in the Brief in Support of This Motion.

CHARLES F. CARPENTIER,
Secretary of State of the State of Illinois,

and

LATHAM CASTLE,
Attorney General of the State of Illinois,

Appellees.

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BRIEF IN SUPPORT OF THE SECRETARY OF STATE'S AND THE ATTORNEY GENERAL'S MOTION TO DISMISS OR AFFIRM.

Reference to Brief of Appellee County Officials for Statement of the Case.

Appellee State Officials respectfully refer the Court to the brief of appellee County Officials for a Statement of the Case.

The Questions Presented.

The questions presented are:

1. Is the Act assailed by appellant unconstitutional?

2. Would the granting of an injunction on the eve of an election disenfranchise more voters than it would enfranchise?

I.

To Grant the Relief Sought by Appellant Would Be to Disfranchise More Electors Than It Would Enfranchise and Would Abuse, Indeed, Would Pervert the Process of This Court's Temporary Injunction.

Judicial elections in the various counties and circuits of Illinois are to be held on November 3d of this year.

It will not be feasible to reprint these ballots.

As the county officials have pointed out, the opinion on *MacDougall* v. *Green*, 335 U. S. 281, is conclusively dispositive of this case. That opinion holds that the act here assailed is constitutional. In addition to the grounds set forth in the opinion, we call the Court's attention to the

separate opinion of Mr. Justice Rutledge. The essence of that opinion is distilled in the following passage at pages 285 and 286:

> "* * * Even if we assume that appellants' constitutional rights have been violated, the questions arise whether, in those circumstances, the equity arm of the federal courts can now be extended to give effective relief; and whether the relief, if given, might not do more harm than good, might not indeed either disrupt the Illinois election altogether or disfranchise more persons than have been franchised by the application of the questioned Illinois procedures."

Mr. Justice Rutledge held that this question must be answered in the affirmative and that injunction should be denied, if for no other reason, because the granting of injunction would destroy more rights than it could protect.

We respectfully urge these considerations as grounds in opposition to appellant's application.

II.

The Requirement That Appellant's Application for a Place On the Judicial Ballot Be Supported by the Signatures of Five Per Cent of the Qualified Voters Is Eminently Reasonable.

Only a few words are necessary to vindicate, not only the constitutionality, but the sound common sense of the provision of the requirement that appellant elicit the support, attested by signatures to nominating papers, of five to eight per cent of the qualified voters of his county.

Ballots printed today are huge and rather complex documents, frequently containing, in addition to the names of aspirants for public office, intricate statements or summaries of referendum propositions.

These ballots should not be further encumbered with

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names of independent candidates or the candidates of minority parties unless there is widespread public demand for their candidacy.

An independent candidate who or a party which can not muster the support of even five per cent of the voting population has small chance indeed of success at the polls. Elections must be practical.

As appellee county officials point out, the Progressive Party of Illinois in fact regularly enlists the support of the required number of signators for its nominating papers.

All that the Illinois statute does is require that one-twentieth of the qualified voters attest their support for an aspirant to county office. Surely that requirement is not unreasonable!

III.

Even if the Provision Assailed by Appellant Were Invalid, He Would Not Be Entitled to a Place on the Judicial Ballot; for the Excision of That Requirement From the Act Would Leave No Provision By Which Appellant Could Have His Name Placed in Candidacy.

Appellant does not seek categorically to inhibit the November 3d judicial election because the laws under which it is to be held are, according to appellant's logic, unconstitutional. All that is before this Court is his request that the election be stayed *unless he be given a place on the ballot.*

But if appellant were correct in his argument that the provisions for placing his name on the ballot are unconstitutionally onerous, there would be no provision in the law for placing his or any other independent or minority candidate on the ballot. Appellant can not have it both ways. He cannot simultaneously assert that the forthcom-

ing judicial election is to be held under unconstitutional auspices and ask to participate in that election as a candidate.

Conclusion.

For reasons urged in the brief of appellee county officers and this brief, it is respectfully submitted that this appeal should be dismissed or the judgment of the district court should be affirmed.

Respectfully submitted,

LATHAM CASTLE,
Attorney General,
Attorney for
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and
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IN THE

Supreme Court of the United States

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No. 412

PEOPLE OF THE STATE OF ILLINOIS,
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vs.

EDMUND K. JARECKI, Judge of the County Court of Cook County, Illinois, RICHARD J. DALEY, County Clerk of Cook County, Illinois, JOHN GUTKNECHT, State's Attorney, Cook County, Illinois, Ex Officio acting as the COUNTY OFFICERS ELECTORAL BOARD OF COOK COUNTY, ILLINOIS, LEAH M. WILEY, CHARLES F. CARPENTIER, Secretary of State, of the State of Illinois, and SIDNEY T. HOLZMAN, MARIE H. SUTHERS, JOHN P. DALY, comprising the BOARD OF ELECTION COMMISSIONERS for Chicago, Chicago Heights, Berwyn and Harvey, the Town of Cicero and the Villages of Summit, Stickney, Morton Grove, Elmwood Park, Skokie and Lyons, in the County of Cook and State of Illinois, and LATHAM CASTLE, Attorney General of the State of Illinois,
Appellees.

APPELLEES', COUNTY OFFICIALS ELECTORAL BOARD OF COOK COUNTY, ILLINOIS AND BOARD OF ELECTION COMMISSIONERS FOR CHICAGO, et al., STATEMENT MAKING AGAINST THE JURISDICTION OF THIS COURT, MOTION TO DISMISS THE APPEAL OR TO AFFIRM THE JUDGMENT OF THE DISTRICT COURT, and BRIEF IN SUPPORT OF SUCH MOTION.

JOHN GUTKNECHT, State's Attorney of Cook County,
Attorney for EDMUND K. JARECKI, Judge of the County Court of Cook County, RICHARD J. DALEY, County Clerk of Cook County, JOHN GUTKNECHT, State's Attorney of Cook County, all Ex-officio acting as the COUNTY OFFICERS ELECTORAL BOARD OF COOK COUNTY.

BERNARD J. KORZEN,
Attorney for SIDNEY T. HOLZMAN, MARIE H. SUTHERS, JOHN P. DALY, comprising the Board Election Commissioners for Chicago, etc.

JOHN F. TYRRELL,
Attorney for LEAH M. WILEY.

GORDON NASH,
VINCENT P. FLOOD,
JAMES C. MURRAY,
Assistant State's Attorneys.

BERNARD J. KORZEN,
Attorney for Board of Election Commissioners.

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INDEX.

PAGE

Brief in Support of Motion to Dismiss or Affirm 11

1. Since this case involves purely local political issues, the District Court had no power to act. 12
2. This proceeding is one against the State of Illinois and therefore inhibited by the Doctrine of Sovereign Immunity. 13
3. The appellant's substantive contentions are destitute of merit. 14
4. Suggestions as to lack of jurisdiction of this Court because the instant matter was ruled upon by a single Judge. 15

Conclusion 16

Certificate 17

Grounds upon which the District Court's jurisdiction was challenged. 6

Motion to Dismiss this appeal or in the alternative to affirm the judgment without further briefs or arguments. 9

Suggestions with respect to appellant's Motion for a Temporary Injunction. 8

Summary and short statement of the matter involved. 2

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Appellees.

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Appellees, EDMUND K. JARECKI, Judge of the County Court of Cook County, Illinois, RICHARD J. DALEY, County Clerk of Cook County, Illinois and JOHN GUTKNECHT, State's Attorney of Cook County, ex-officio, acting as the COUNTY OFFICERS ELECTORAL BOARD of Cook County, Illinois, SIDNEY T. HOLZMAN, MARIE H. SUTHERS, and JOHN P. DALY, comprising the Board of Election Commissioners for Chicago, Chicago Heights, Berwyn, Harvey and the towns of Cicero and the villages of Summit, Stickney, etc. in the County of Cook and State of Illinois, and LEAH M. WILEY present this statement making against this court's jurisdiction in the above entitled cause, which statement is as follows:

Summary and Short Statement of the Matter Involved.

On September 21, 1953, GEORGE E. SANKSTONE, a resident of Cook County, filed a complaint in the District Court for the Northern District of Illinois, Eastern Division, against certain State of Illinois and Cook County, Illinois officials and one LEAH M. WILEY, a resident of Cook County.

The complaint involves matters concerning an election for Circuit and Superior judges of Cook County to be held on November 3, 1953, and attacks on alleged constitutional grounds the following provisions of the Illinois Election Code (Ill. Rev. Stat. 1953, Chap. 47, Sec. 10-2).

"Any group of persons hereafter desiring to form a new political party throughout the State, or in any political subdivision greater than a county and less than the State, shall file with the Secretary of State a petition, as hereinafter provided; and any such

group of persons hereafter desiring to form a new political party, in any county shall file such petition with the county clerk; and any such group of persons hereafter desiring to form a new political party in any municipality or district less than a county shall file such petition with the clerk of Board of Election Commissioners of such municipality or district, as the case may be. Any such petition for the formation of a new political party throughout the State, or in any such district or political subdivision, as the case may be, shall declare as concisely as may be the intention of the signers thereof to form such new political party in the State, or in such district or political subdivision; shall state in not more than five (5) words the name of such new political party; shall contain a complete list of candidates of such party for all offices to be filled in the State, or such district or political subdivision as the case may be, at the next ensuing election that to be held; and, if such new political party shall be formed for the entire State, shall be signed by not less than twenty-five thousand (25,000) qualified voters: Provided, that included in the aggregate total of twenty-five thousand (25,000) signatures are the signatures of two hundred (200) qualified voters from each of at least fifty (50) counties within the State. *If such new political party shall be formed for any district or political subdivision less than the entire State, such petition shall be signed by qualified voters equaling in number not less than five (5) per cent nor more than eight (8) per cent of the number of voters who voted at the next preceding general election in such district or political subdivision in which such district or political subdivision voted as a unit for the election of officers to serve its respective territorial area: Provided, that the maximum number of voters signing such petition may be increased to 25 whenever such amount is greater than*

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the eight per cent (8%) limit hereinabove specified." (Emphasis supplied.)

This identical provision of the Illinois Election Code was unsuccessfully attacked on grounds similar to those raised by the plaintiff herein in the case of *McDougall* v. *Green*, 335 U.S. 381.

By his complaint which is entitled, a complaint for mandamus and for equitable relief, the plaintiff asserts that he filed nominating petitions with the County Clerk of Cook County, which petitions entered the name of GEORGE E. SANKSTONE as a candidate under the designation and appellation of Judicial Nonpartisan Organization, for judge of the Superior Court of Cook County, Illinois, for the full six year term to be voted on at the judicial election to be held on November 3, 1953 in Cook County, Illinois. The complaint alleges that the petitions were in the form provided and in full accordance with the Illinois election laws.

The complaint alleges that the defendant, LEAH M. WILEY, a resident of Cook County, filed objections to the said nominating petitions filed by GEORGE E. SANKSTONE. It appears from the complaint that LEAH M. WILEY objected to the said petitions of GEORGE E. SANKSTONE for various and sundry reasons including the failure of the said GEORGE E. SANKSTONE to have the minimum number of signatures required by law for the nomination of a candidate for Judge of the Superior Court.

Under the provisions of said Section of the Illinois Election code, in order to form a new political party for the November 3, 1953 Cook County judicial election, petitions for such new political party or new party candi-

date must be signed by not less than 121,400 qualified voters nor more than 194,240 qualified voters.

It appears from the objections of LEAH M. WILEY, which are attached to the plaintiff's complaint as an exhibit, that GEORGE E. SANKSTONE'S nominating petition contained only 5,097 purported names which is at least 116,309 less than the minimum number required by the said provisions of the Illinois election code.

Subsequent to the filing of said objections by the said LEAH M. WILEY, a hearing was had upon SANKSTONE'S petition and WILEY'S objections thereto before the defendants, EDMUND K. JARECKI, Judge of the County Court of Cook County, RICHARD J. DALEY, County Clerk of Cook County and JOHN GUTKNECHT, State's Attorney of Cook County, Illinois, ex-officio, acting as the County Officers Electoral Board of Cook County, Illinois. At the hearing of said Electoral Board, it was found that the petitions of GEORGE E. SANKSTONE did not contain a sufficient number of signatures to equal at least five percent of the total number of persons who voted at the next preceding general election in Cook County, as required by said section of the Election Code. Based upon such findings, the Board declared the nominating papers of GEORGE E. SANKSTONE as a candidate of the Judicial Non-partisan Organization invalid and ordered that the name of said GEORGE E. SANKSTONE as a candidate of the Judicial Non-partisan Organization *not* be printed on the ballot at the judicial election to be held on November 3, 1953 for judge of the Superior Court of Cook County, Illinois.

The complaint also asserts various technical objections to the convening of the said Electoral Board and the

procedure it followed, but it nowhere asserts that GEORGE E. SANKSTONE as a candidate of the Judicial Non-partisan Organization had filed more than 5,097 purported signatures on his nominating petitions. The complaint charges that the complainant has been denied due process of law; that his alleged constitutional right to become a candidate for judge of the Superior Court of Cook County, Illinois has been violated; and that part of the Illinois statutes concerning the number of names required on a nominating petition is arbitrary, unreasonable, and unconstitutional and that the Electoral Board denied him due process of law, and acted without authority and was without jurisdiction.

The complaint prays for the convening of a three judge court under the provisions of Sec. 2884 of Title 28 of the U. S. Code, and an interlocutory injunction against the defendants restraining the Cook County Electoral Board from the enforcement of its decision. The complaint further prays for relief which would, in effect, hold the provisions of the Illinois Election Code unconstitutional and would force the Cook County election officials to print the name of GEORGE E. SANKSTONE as a candidate of the Judicial Non-partisan Organization on the ballot for the election of Superior Court judges on November 3, 1953.

Grounds Upon Which the District Court's Jurisdiction Was Challenged:

These appellees, under a special and limited appearance, challenged the District court's jurisdiction on grounds which are summarized as follows:

1. The subject matter of this cause of action is a political controversy and not one concerning the con-

stitutional or civil rights of the complainant and therefore the District Court had no jurisdiction in law or in equity to grant the appellant the relief he seeks.

2. Since the appellees are sued in their official capacity and since the object of these proceedings is to govern and control action with respect to elections, this suit is therefore inhibited by the state's sovereign immunity.

3. The necessary allegations of diversity of citizenship and the amount involved in this cause are not alleged in the complainant's complaint to give jurisdiction to the district court.

4. Insofar as jurisdiction is sought to be predicated on the civil rights act and the 14th Amendment to the Constitution of the United States, the complaint states no cause of action within the purview of such civil rights act or the said amendment.

The Honorable William J. Campbell, Judge of the United States District Court, refused to convene a three judge court for want of the complaint to allege a substantial federal question; denied plaintiff's motion for a temporary restraining order; and dismissed plaintiff's complaint.

The appellant has filed a motion to advance this case in conformance with Rule 20 of this Court and for Temporary Injunction.

Suggestions with Respect to Appellant's Motion for a Temporary Injunction.

The election to which the instant case applies is to be held within 17 days.

The ballots have been printed for the said election, the voting machines have been adjusted. To grant a temporary injunction would result in a disenfranchisement of all of the voters in Cook County, at the said election since there is insufficient time to reprint the ballots and reset the voting machines.

Therefore, in view of the lateness of the appellant's motion, in view of the great confusion that would result in Cook County in a consideration of it and for the reasons urged in support of appellees' brief in support of their motion to dismiss or affirm, it is respectfully submitted that the appellant's motion for temporary injunction be denied.

Motion to Dismiss This Appeal, or in the Alternative, to Affirm the Judgment without Further Briefs or Arguments.

The appellees for the reasons set forth in the foregoing statement of the *grounds upon which the District Court's jurisdiction was challenged* and as argued in the briefs in support of this motion, respectfully move and pray this Honorable Court to dismiss this appeal for want of jurisdiction; to dismiss this appeal for want of a substantial federal question; or in the alternative to affirm the judgment of the District Court without the filing of further briefs or the presentation of further arguments.

EDMUND K. JARECKI, Judge of the County Court of Cook County,

RICHARD J. DALEY, County Clerk of Cook County,

JOHN GUTKNECHT, State's Attorney of Cook County,

All Ex-officio acting as the COUNTY OFFICERS ELECTORAL BOARD OF COOK COUNTY

SIDNEY T. HOLZMAN,

MARIE H. SUTHERS,

JOHN P. DALY,

Comprising the Board of Election Commissioners for Chicago, Chicago Heights, Berwyn and Harvey, the Town of Cicero and the Villages of Summit, Stickney, Morton Grove, Elmwood Park, Skokie and Lyons, in the County of Cook, State of Illinois

LEAH M. WILEY.

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Appellees.

BRIEF IN SUPPORT OF THE MOTION TO DISMISS OR AFFIRM.

Reference to Statement making against Jurisdiction for Statement of the Case.

The case is stated and the issues are delineated in the statement making against the jurisdiction of this court, ante, to which reference is made to avoid repetition of the substance thereof.

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ARGUMENT.

I. Since this case involves purely local political issues, the District Court had no power to act.

The case of *McDougall* v. *Green*, 335 U. S. 281 is decisive of all the issues tendered by the complainant's complaint in the instant case.

In the case of *McDougall* v. *Green*, 335 U. S. 281, this court, in denying an injunction in a case in which the constitutionality of the identical section of the Illinois Election Code was attacked as is attacked in the instant case (Ill. Rev. Stat. 1953, Chap. 46, Sec. 10-2), characterized questions identical to those raised in the instant complaint as "purely local, • • • having no federal constitutional aspect."

The trial court based its decision in the instant case on this court's opinion in the *McDougall* case.

To the same effect is the case of *Colegrove* v. *Green*, 328 U. S. 549, wherein this court declined to exercise its jurisdiction because the controversy involved political issues.

See also the case of *Blackman* v. *Stone*, 101 F. 2nd 500, wherein the Court of Appeals for the Seventh Circuit sustained the constitutionality of the provision of the Illinois Election Code attacked in the instant case.

II. This Proceeding is one against the State of Illinois and is therefore inhibited by the Doctrine of Sovereign Immunity.

In praying relief against appellee officials of the State of Illinois, the appellants confused the well settled rule that, although natural persons, including public officials, can be *prohibited* from performing unconstitutional acts, and this is true even though they claim to act under the purport of official authority, the equally well settled rule is that suits, not to *restrain* but to *coerce* the acts of state officials are suits against the state. This principle results from the self-evident fact that a state acts only by the official acts of its officers and that hence such acts, when not only authorized but compelled by law, are acts of the state. (See *Governor of Georgia* v. *Madrazo*, 26 U. S. 110, *New York Guaranty Company* v. *Steele*, 134 U. S. 230, and *Cunningham* v. *Macon & Brunswick Railroad Company*, 109 U. S. 446.)

Recently this court held that a suit to compel the officials of the State of Indiana to refund taxes alleged to have been unconstitutionally collected from the plaintiff, a foreign corporation, was a suit against the State. (*Ford Motor Company* v. *Department of Treasury of Indiana*, 323 U. S. 459.)

The appellants evidently distinguished between suits to compel state action in the form of making disbursement of money and suits to compel state action in the form of controlling an election. We do not perceive the distinction.

III. The appellant's substantive contentions are destitute of merit.

The appellant in a motion to advance this case for an immediate hearing and a temporary injunction presents as his sole ground of arbitrariness the fact that the section of the Illinois Election Code herein attacked requires only 25,000 signatures for a state-wide office while the provision with respect to less than a state-wide office, as applied to Cook County, in effect, requires 121,406 signatures.

In support of this contention, he cites two New York cases. As a matter of fact, the New York court has held that the legislature may constitutionally require a different minimum number of signatures for an office to be filled for some geographical territories than for similar offices representing other territories. *O'Rourke* v. *Cohen*, 265 N. Y. 318; 192 N.E. 833; to the same effect is 129 C.J.S. page 144.

Further, it is pertinent to observe that although the provision of the Illinois Election Code only requires 25,000 signatures over the entire state, the same must be obtained from 50 counties with a minimum of 200 signatures from each of said counties.

Cook County is the most populous county in the state of Illinois and contains some six million inhabitants (approximately 55% of the state's total population). It is obviously much easier to obtain a great volume of signatures in a densely populated small area than it is to obtain a considerable less number of signatures from areas that are sparsely populated.

In this connection, it is pertinent to observe that although the political party in the *McDougall* case (*McDougall* v. *Green*, 335 U. S. 381) were unable to comply with the provisions of the Illinois Election Code herein attacked insofar as state-wide offices were concerned, the party was able to comply with the provisions of the Illinois Election Code with respect to candidates for Cook County including judicial candidates. (cf. *Progressive Party* v. *Flynn*, 400 Ill. 102 at Page 111.)

It is respectfully submitted that petitioner's substantive contentions are destitute of merit.

IV. Suggestion as to lack of jurisdiction of this court because the instant matter was ruled upon by a single judge.

This court's attention is directed to the case of *Stratton* v. *St. Louis Southwestern Railway*, 282 U. S. 10 (1930) wherein this court indicated that a decision by a single judge under the provisions of Sec. 1253 of Title 28 is not reviewable by appeal to the Supreme Court but that the court may issue a writ of mandamus to the single judge to call to his aid two other judges for the hearing and determination of the application for injunction. (cf. *Ex Parte Gogdell, et al.*, 342 U. S. 162.)

CONCLUSION.

For the reasons indicated in the *Statement Making Against the Jurisdiction of This Court* and urged in this brief, appellees respectfully submit that the court should either dismiss this appeal or affirm the judgment appealed from without further briefs or arguments.

EDMUND K. JARECKI, Judge of the
County Court of Cook County,
RICHARD J. DALEY, County Clerk
of Cook County,
JOHN GUTKNECHT, State's Attorney
of Cook County,
All Ex-officio acting as the
COUNTY OFFICERS ELECTORAL BOARD
OF COOK COUNTY
By: JOHN GUTKNECHT,
State's Attorney of Cook County
SIDNEY T. HOLZMAN,
MARIE H. SUTHERS,
JOHN P. DALY,
Comprising the Board of Election
Commissioners for Chicago, etc.
By: BERNARD J. KORZEN
LEAH M. WILEY
By: JOHN F. TYRRELL

GORDON NASH
VINCENT P. FLOOD
JAMES C. MURRAY
Assistant State's Attorneys
BERNARD J. KORZEN
Attorney for Board of Election Commissioners

CERTIFICATE.

State of Illinois }
County of Cook } ss.

This is to certify Vincent P. Flood and James C. Murray are Assistant State's Attorneys and prepared foregoing, know the contents thereof and that the foregoing constitutes a true and accurate statement of the facts involved, that this motion and petition is urged in good faith, that the reasons offered in support of it are well founded in law and fact, and so that justice may be done.

VINCENT P. FLOOD
JAMES C. MURRAY

Subscribed and sworn to before
me a Notary Public this 17th
day of October A. D. 1953.
(Seal)

.....
Herbert Goldscheider
Notary Public

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Office - Supreme Court, U.
FILED
OCT 19 1953
HAROLD B. WILLEY, Clerk

IN THE

Supreme Court of the United States

OCTOBER TERM, 1953.

No. 412

PEOPLE OF THE STATE OF ILLINOIS,
ON RELATION OF
GEORGE E. SANKSTONE,

Appellant,

vs.

EDMUND K. JARECKI, Judge of the County Court of Cook County, Illinois, RICHARD J. DALEY, County Clerk of Cook County, Illinois, JOHN GUTKNECHT, States Attorney, Cook County, Illinois, Ex officio acting as the COUNTY OFFICERS ELECTORAL BOARD OF COOK COUNTY, ILLINOIS, LEAH M. WILEY, CHARLES F. CARPENTIER, Secretary of State, of the State of Illinois, and SIDNEY T. HOLZMAN, MARIE H. SUTHERS, JOHN P. DALY, comprising the BOARD OF ELECTION COMMISSIONERS for Chicago, Chicago Heights, Berwyn and Harvey, The Town of Cicero and the Villages of Summit, Stickney, Morton Grove, Elmwood Park, Skokie and Lyons, in the County of Cook and State of Illinois, and LATHAM CASTLE, Attorney General of the State of Illinois,

Appellees.

MOTION OF APPELLANT UNDER RULE 20, OF THE SUPREME COURT OF THE UNITED STATES TO ADVANCE CAUSE FOR IMMEDIATE HEARING ON GROUND OF EMERGENCY AND MOTION FOR TEMPORARY INJUNCTION AND RESTRAINING ORDER AND FOR LEAVE TO FILE TYPEWRITTEN RECORD.

FRANK MICHELS,
Attorney for Appellant,
110 S. Dearborn Street,
Chicago, Illinois.

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To: The Honorable Chief Justice and Associate Justices of the Supreme Court of the United States:

Now Comes, George E. Sankstone, Appellant, in the above cause and hereby moves this Honorable Court to

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Advance this Cause for immediate Hearing as an Emergency matter under Rule 20 of the Rule of the Supreme Court of the United States, further moves this Honorable Court, for the entry of an order for a temporary injunction and restraining order, and further moves this Honorable Court for leave to file a typewritten record in these proceedings.

These proceedings arose by Appellant's filing petitions to become a candidate for office of Judge of the Superior Court of Cook County, Illinois, under Section 10-2, Chapter 46, of the laws of the State of Illinois, which in brief, provides for the method of forming a new political party in the State of Illinois and placing the name of candidates upon the ballot at elections in the State of Illinois.

This Appellant filed his petitions in due course and form. Objection was heard to said petitions by the Cook County Officer's Electorial Board, on the grounds that it was necessary for said candidate to have between 121,406 signatures and 194,249 signatures. This petition was for the placing of the name of this Appellant, George E. Sankstone, upon the ballot for the election to be held November 3, 1953 in the State of Illinois, and presented over 5,000 signatures. The statute in question provides that where new political parties are formed for the entire State of Illinois, that the number of signatures necessary for candidates over the entire State of Illinois is 25,000 signatures of which 200 shall be from each of fifty (50) counties and the balance from the balance of the State of Illinois, the State being made up of one hundred two (102) counties. The same Section of the Statute further provides that in territories less than the entire State; as for example, one county of the State, the number of signatures necessary to place a candidate upon the ballot shall be between 5% and 8% of the number of voters, who voted at the last general election.

In order that the break-down on the figure of 25,000 signatures for the entire state to apply to a individual county, assuming that the Statute is followed and that the fifty (50) counties supply each 200 names would make a total of 10,000 signatures, leaving balance of 15,000 signatures for the balance of 52 counties. Assuming further, that in the 52 counties left, 51 counties would each provide 200 names making 10,200 names leaving the balance left for Cook County of 4,800 which is less than the number of signatures filed on behalf of George E. Sankstone, Appellant.

The Cook County Electoral Board in this matter held that the Appellant and candidate the said, George E. Sankstone, had not complied with this Section of the Statute, because he did not receive the above stated number of between 121,406 signatures and 194,249 signatures, representing between 5% and 8% of the vote of the last general election and dismissed the petition of this nominating Appellant. Motion for issuance of a mandamus was filed in the Supreme Court of the State of Illinois to order the name of this candidate to be placed upon the ballot as candidate for Judge of the Superior Court of Cook County, Illinois, alleging among other things, the unconstitutionality and the arbitrariness of the said Section of the Statute; namely, Section 10-2, Chapter 46, Illinois Revised Statutes. The Supreme Court of Illinois denied the motion of Appellant, refusing to issue the Mandamus, and refused to hear the matter without giving any reason therefore.

This candidate having exhausted his remedies in the State Court filed his Complaint in the United States District Court for the Northern District of Illinois, Eastern Division, praying for the issuance of a Writ in the nature of a Writ of Mandamus to order his name placed on the

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ballot as a candidate, asking for a temporary injunction and restraining order to restrain the printing of the ballot with the name of the candidate left off same, and asking for an impaneling of three (3) Judges to hear this matter as by the Statute, Section 2284 of Title 28 of the United States Code in such case made and provided. The Court on September 28, 1953 entered an order denying appellant's prayer, denying the issuance of a temporary injunction and restraining order, and dismissed the Complaint.

This appeal was taken under Section 1253 of Title 28 of the United States Code. This appeal was allowed by order of Court entered on October 6, 1953.

This Appellant herewith states, that the Section of the State Statute involved is unconstitutional, arbitrary, unreasonable and its application shocks the common conscience. As previously outlined in the same Section, the State Statute requires that a candidate for a state wide office shall have a petition signed by 25,000 signatures spread over the entire State of Illinois. This part has been held valid by this Court; in the case of:

McDougall, et al. v. *Green, et al.*, 335 U. S. 280.

However, this appeal attacks the second half of this Statute, which provides that for an office in territory less than the State of Illinois, the candidate shall have between 5% and 8% the number of voters, who voted at the last general election, which in this case by the rule applied by the Cook County Office Electoral Board, required from between 121,406 signatures and 194,249 signatures. Thus, one (1) county of the State of Illinois requires between five times and eight times the number of signatures required for the entire State of Illinois; and requiring more signatures for an office within one county than for Governor of the State of Illinois. Thus, the rights of a candidate of a new political party is estopped from a place on the ballot.

We herewith cite

People v. *Britt*, 206 N. Y. 246 and
People v. *Smith*, 206 N. Y. 231.

Where the Court held that the determination of what shall be a reasonable number of signatures for an independent nomination is primarily a matter for the legislature but that the legislature may not impose unreasonable limitations and 1500 signatures for a county office shocked the common conscience of the people and was designed and intended to defeat the rights of independent candidates in the establishment of political parties.

As the election involved occurs on November 3, 1953 and involves the previous printing of ballots, this is an emergency matter, and this Appellant prays that this Honorable Court enter an order advancing the hearing of this cause on the docket.

And this Appellant further, prays that an order be entered by this Honorable Court permitting this Appellant to file a typewritten record in these proceedings, due to the urgency and shortness of time as heretofore set forth.

Further this Appellant further prays that this Honorable Court enter an Injunction and Restraining Order restraining the defendants herein from printing the ballots for the election of next November 3, 1953, in the State of Illinois, and from holding said election, unless the name of this candidate, the Appellant, is placed on the ballot in a proper and prominent position under the Appellation of Judicial Non Partisan Organization.

Respectfully submitted,

GEORGE E. SANKSTONE,
Appellant.

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State of Illinois }
County of Cook } ss.

This is to certify that the foregoing constitutes a true and accurate statement of the facts involved, that this motion and petition is urged in good faith, that the reasons offered in support of it are well founded in law and fact, and so that justice may be done.

GEORGE E. SANKSTONE.

Subscribed and sworn to before
me a Notary Public this 13th
day of October A. D. 1953.

Notary Public
(Seal)

Respectfully submitted,

FRANK MICHELS,
Attorney for Appellant,
110 S. Dearborn St.,
Chicago, Illinois.

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No. 412. ILLINOIS EX REL. SANKSTONE *v.* JARECKI, JUDGE OF THE COUNTY COURT OF COOK COUNTY, ET AL. Appeal from the United States District Court for the Northern District of Illinois. *Per Curiam:* The motions to dismiss are granted and the appeal is dismissed for the want of a substantial federal question. *Frank Michels* for appellant. *Latham Castle*, Attorney General of Illinois, and *William C. Wines*, Assistant Attorney General, for Carpentier et al.; and *Bernard J. Korzen, Gordon Nash, Vincent P. Flood* and *James C. Murray* for Holzman et al., appellees. Reported below: 116 F. Supp. 422.

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